

LAW ENFORCEMENT NEWS

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Study sees value in tough sentences early in crime careers

Criminal justice authorities may be able to distinguish between two distinct classifications of habitual offenders, and crime might be reduced if those in the "intensive" category are given longer sentences early in their careers, according to the preliminary findings of an ongoing Rand Corporation study.

Based on interviews with 49 armed robbers imprisoned in California, the study originally sought to determine vulnerable periods in a criminal's career when intervention by the criminal justice system might best have minimized his threat to the community. However, instead of finding a common maturation process for habitual offenders, the researchers perceived two different types of offenders.

"What we call the intensive offenders were the 'heavies' who saw themselves as professional criminals for at least part of their careers," the report said. "Their criminal activity was sustained over long periods and was consciously directed toward a specific purpose, be it high living, support of a drug habit, or repayment of debts."

Commenting on the second category of habitual criminal, the report noted, "The other, more frequently encountered type we called the intermittent offenders. Most

did not view themselves as professional criminals. Their criminal activity had an irregular and opportunistic character, and the monetary gain was often minimal."

The researchers determined that 33 percent of those interviewed were intensive criminals and 67 percent were intermittent offenders, although all had extensive criminal records. Overall, the sample of 49 armed robbers admitted committing over 10,500 serious crimes, despite the fact that most of them had spent nearly half of their criminal careers in prison.

Although the professional offenders committed more crimes than the amateurs, the intensive criminals paid more attention to avoiding arrest than the intermittent offenders did and were therefore less likely to be captured. In contrast, the amateurs engaged in infrequent, but reckless, types of criminal activity which were more likely to lead to their conviction, according to the study.

"Most striking, over his full career the average intensive offender committed about ten times as many crimes as the intermittent offender, yet was five times less likely to be arrested for any one crime," the report said. "Once arrested, the intensive offender was also less likely to be convicted and incarcerated."

While the researchers conceded that

their sample was too small to draw any sweeping conclusions from the study, they did offer a number of policy implications in the form of general statements on rehabilitation, deterrence, prevention and incapacitation.

With regard to rehabilitation, the report noted that the programs in which the sample group had participated "did not provide a strong inducement," and that half of those interviewed had no intention or were unsure about terminating their criminal careers.

"Still, given the unfailing recidivism of the offenders, those who had better employment performance tended to commit less serious crimes," the report said. "We are thus led to believe that voluntary programs of job training are a constructive means of reducing the criminal toll of habitual offenders."

Acknowledging the growing trend away from rehabilitation toward deterrence, the researchers said that the majority of those questioned asserted that nothing could have deterred their return to crime after release from prison. "The data gave us no reason to believe that the length of a prison term affects deterrence, those who served longer sentences did not have longer periods of street time after release until the next incarceration," the study noted.

According to the report, crime prevention schemes which involve target hardening, or making crime targets more difficult to reach, were of "dubious effectiveness" in the view of the inmates in the sample. "The offenders simply switched to a more accessible target," the study declared. "We believe that future studies of the costs and benefits of target hardening should consider the likelihood of a shift to personal crimes if property targets are hardened."

In assessing incapacitation as a primary alternative means of counteracting habitual criminals, the researchers noted that "the effectiveness of this approach rests largely on the ability of the criminal justice system to distinguish among offenders and identify those most deserving of lengthy imprisonment."

The study indicated that law enforcement personnel should provide more complete information about each habitual offender to the courts, adding that arrest records or rap sheets are often an inadequate means of spotting intensive offenders.

"Although the length and seriousness of a defendant's prior record give an indication of his propensity for future serious crime, the predictive value of this information by itself is weak," the report declared. "A meager arrest record may disguise a dangerous criminal, even though a long arrest record usually signifies extensive criminal activity."

One method suggested by the study to determine the potential danger of a criminal involves the more efficient use of crime-clearance information that police obtain in following up an arrest. The report noted that investigators are often able to clear previous crimes by tying them to the suspect through various means.

"In current practice, much of this information is ignored except to close police files," the researchers said, noting that police generally send to the prosecutor only the charges on which there is enough evidence to establish legal guilt. "A more systematic attempt to investigate and legally prove additional counts would undoubtedly help distinguish the intensives among habitual offenders."

The examination of a suspect's juvenile record and history of institutional commitments would be a second major source

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Police executives group calls for direct anticrime funding, independent CJ research

The Police Executive Research Forum (PERF), in response to a Justice Department task force's report on LEAA, has urged the Carter Administration to provide direct anticrime assistance to state and local units of government, to increase Federal funding to large metropolitan areas, and to establish an independent Federal criminal justice research organization.

In an eight-page letter sent to Attorney General Griffin B. Bell last month, PERF president E. Wilson Purdy noted that the Forum "believes that a significant restructuring of the Federal criminal justice assistance effort is required."

"We're recommending that the administration take the strings off Federal criminal justice funds and trust local government to determine how these funds are spent because local government can best judge local criminal justice problems," Purdy said.

The PERF letter criticized the task force for being ambivalent on the issue of direct Federal anticrime assistance to local government. "The task force seems to be saying 'we believe that crime and criminal justice are local concerns but we don't believe that local units of government, if

given direct assistance, will address the problems in the ways we believe are best," the letter stated.

Noting that LEAA funds presently reach local governments through intervening layers of Federal and state bureaucracies, Purdy said the Forum believes that "Federal anticrime money should flow to local jurisdictions unimpeded by crime control game plans devised in Washington."

Specifically, PERF recommended that direct assistance grants be given to the states based on population and the percentage of criminal justice expenditures assumed by each state and that local jurisdictions receive direct financing also based on population and state outlay. The letter further emphasized that the money should be provided directly "without earmarking for specific functional interests (i.e. courts, corrections)."

Another component of the Forum's recommendations calls for "the provision of minimum levels of assistance to all local units of government serving a population of 100,000 or more;" and "supplemental grants to jurisdictions of 100,000 or more based on a formula which takes into account total population and the percentage

of total state criminal justice expenditures provided by the jurisdiction."

"Implicit in this program is the recognition that crime is predominantly a problem of metropolitan areas," the letter stated. "While we recognize that crime is a national malady, it is a more serious urban problem because of the concentration of population in urban areas."

Although PERF criticized Federal interference in local programs, the group supported the Government's role in the area of basic and applied criminal justice research. "Federal research can best be performed through a combination of expert in-house and contractual research focusing on a number of well-defined critical issues," the letter declared.

In calling for the creation of an independent Federal criminal justice research institute, PERF noted that research into the causes of crime and delinquency should be expanded and that the results of the research should be used by practitioners to control crime. "Only through a continuing search for new knowledge can we expect to improve the quality of criminal justice administration," the Forum said.

Continued on Page 5

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EVIDENCE TECHNICIAN PROGRAM MANUAL

By Joseph L. Peterson
and James H. Jones

The utilization of scientific methods for the examination of physical evidence recovered in the course of criminal investigations has become a critically important function of the nation's law enforcement agencies. This manual examines the role of police officers and civilians charged with the responsibility of searching crime scenes for physical evidence and returning it to the forensic laboratory for analysis. These individuals, often referred to as evidence or crime scene technicians, are on the staffs of most urban police departments today. Many agencies now train evidence technicians to be specialists who devote their total professional attention to the search for physical evidence. Through specialization, it can be expected that crime scenes will be searched with less delay and greater expertise than in situations where patrol, detective or crime laboratory personnel have shared responsibility for recovering the evidence.

Five important aspects of developing an effective evidence technician program are discussed in this manual. The key element is the selection and training of competent personnel who will become evidence technicians. Next in importance are tools, kits and vehicles which are used by the technician in processing crime scenes. Also discussed is the need for a strong organizational commitment to the crime scene search function, the implementation of actual field operations, and finally, means for evaluating an evidence technician operation. Guidelines for developing meaningful program objectives and appropriate criteria for measuring progress toward those objectives are presented.

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Plan clearinghouse to promote law enforcement data transfer

An association of information scientists recently announced that it is in the process of forming a clearinghouse to promote informational and technological transfer among law enforcement personnel, systems analysts and data scientists.

The American Society for Information Science said that it was organizing the Special Interest Group on Law Enforcement because of the increasing use of informational systems in law enforcement.

"Each of the more than 20,000 U.S. law enforcement entities has some type of information system," the announcement said. "Each can profit from the disciplines developed in information science."

Listing a number of possible areas in which the clearinghouse can be of help, the association cited a recent LEAA survey which found that over 540 criminal justice agencies are currently using computers. "Other techniques in everyday use by the information scientist have direct applications to law enforcement, including indexing and filing systems, selective dissemination of information, microform systems, full-text processing, edge-norch cards, networking, and conventional information storage and retrieval."

For further information, contact: Emil H. Levine, Drug Enforcement Administration, U.S. Department of Justice, 1405 Eye Street, N.W., Room 1000, Washington DC 20537. Telephone: (202) 382-8421

New jail administration guide gives daily operating standards

The Department of Criminal Justice Administration of Central Missouri State University recently published a jail administration manual that provides a complete set of guidelines for the everyday operation of a jail facility within Missouri.

Designed to serve as an aid for jail personnel to use in the daily management of the facilities for which they are responsible, the manual contains sections on admissions and release procedures, administration and management, planning, security

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and discipline, food and health services, and jail sanitation.

Entitled 'Jail Administration and Procedures Manual,' the book was prepared under a grant award from the Missouri Council on Criminal Justice. Aubry L. Briggs, an instructor in CMSU's Department of Criminal Justice Administration, served as project director in compiling the manual. He was arrested by Frank F. Galbrecht, who is now a member of the Olathe, Kansas Police Department, and William H. Eckles, former instructor in the Traffic Management Institute at CMSU, who is presently with the U.S. Navy's investigative services branch.

IRS rules \$50G death benefits to be non-taxable income

The Internal Revenue Service has held that the \$50,000 payments provided by LEAA under the Public Safety Officer's Benefits Act are exempt from income tax.

In an August ruling, the IRS noted that the benefits paid by LEAA to the survivors of public safety officers killed in the line of duty are "in the nature of workers' compensation act" damages and, therefore, are not considered taxable income.

Begin development of national apprentice program for police

A national police union has begun development of a police apprenticeship project designed to provide uniform training standards for police on a nationwide scale.

Kenneth T. Lyons, president of the International Brotherhood of Police Officers, announced last month that his union has received a \$373,000 grant from the Labor Department to promote the Law Enforcement Apprenticeship Program. He added that the project would be based in Boston and that regional offices would be opened in Springfield, Massachusetts and in several still-to-be-chosen cities in Connecticut and Rhode Island to promote apprenticeships.

"In many communities throughout the United States there just isn't training for police officers," Lyons told U.P.I. "He's placed out in the street with a gun, a badge and a club and called a police officer."

The union president contended that the new program would put an end to such inadequate training, "noting that the project would eventually set 'uniform standards for police throughout the country.'"

"They would have to be trained in the classroom and have on-the-job training for at least one year before becoming full-fledged police officers," Lyon said.

CJ planners group broadens membership eligibility rules

The National Association of Criminal Justice Planning Directors recently opened its membership to all criminal justice professionals in an effort to broaden the base of its constituency.

"This major change in its membership criteria is one of several steps that the association has taken over the past few years to further its capacity as a professional association," an NACJPD spokesman said, noting that the group represented only urban planning directors when it was originally founded.

The new policy came as the result of a vote by participants in the association's annual conference which was held this summer. "The underlying concept behind the most recent change is the belief that the association cannot properly represent its constituency while excluding an entire segment of the criminal justice planning profession," the spokesman explained.

NACJPD's new chairman Ernest E. Allen was empowered by another conference vote to respond to a Justice Department task force's Report to the Attorney General, which questioned the efficiency of the current system of distributing Federal funds to state planning agencies.

The resolution enumerated five major elements for the response, voicing NACJPD support for a Federal assistance program that considers the criminal justice system as a whole, recognizes local autonomy, supports coordinated state level programs, focuses on local assistance and increases the total national appropriation to at least \$1.2 billion.

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Michigan official to propose broadened cop death benefits

Michigan's attorney general plans to present a wide-ranging peace officer compensation package to the state's legislature this month in an effort to broaden benefits paid to the dependents of peace officers who are killed in the line of duty.

In announcing the plan before the annual Michigan Prosecuting Attorneys Convention this summer, Attorney General Frank J. Kelley praised the implementation of the Federal government's Public Safety Officers' Benefits Act as a "positive step," but he questioned whether the act's \$50,000 death benefit is adequate.

"While \$50,000 sounds like a large amount of money, how long would it really last today?" he said. "How many kids can you raise and put through college for \$50,000? Of course, those of us with children know the answer is less than one."

Kelley's multi-faceted proposal would supplement the Federal stipend by providing tuition-free college or trade school education for the spouses and children of a slain peace officer, a benefit payment of \$100 per week for life to the spouse of the officer and a stipend of \$25 per week to each child of the officer, payable until the dependent completes his education.

If enacted by the Michigan legislature, the benefit package would cover all peace officers, including state and local police, firemen, conservation officers, and others

involved in the control or reduction of criminal acts, or the enforcement of criminal laws.

Unlike the Federal benefits statute, which covers only those officers slain since the law went into effect, Kelley's plan would be retroactive, providing compensation not only to the survivors of officers killed after the program is enacted but to the families of all those ever killed in Michigan.

"I make this proposal not with a view of giving the family of a peace officer a gift, but rather with a view toward partially compensating them for their loss," Kelley said. "After all, the family of a peace officer slain in the line of duty has little hope of suing the criminal who caused the death."

Although he acknowledged that his proposal "will cost some amount of money," Kelley implied that it would be worth the price. "I don't believe the cost will be an undue burden on the state budget," he noted. "I believe it is the least we should do to express our gratitude to those people on the front line in the battle against crime."

Noting that the community places "a tremendous burden" on its peace officers, the Michigan attorney general said that the officers "do what is sometimes hazardous and unpleasant work for which they often receive more abuse than praise."

"One of the great fears and concerns any peace officer has is: 'What will happen to my family if I should be killed in the line of duty?'" Kelley said. "I think it is time that we took steps to alleviate that fear."

In introducing his "Peace Officers' Benefit Plan" to the Michigan prosecutors, Kelley declared that the state was reaching a turning point in its criminal justice system, with increasing attention being given to crime victims rather than being totally concerned with justice for the criminals. He cited Michigan's new mandatory two-year sentence for carrying a gun while committing a crime and a recently enacted crime victim compensation law as evidence of the trend.

Plan legislation to ease civil liability of Federal employees

The Justice Department plans to propose the enactment of legislation that would take the heat off Federal employees who are facing civil suits for actions taken in the line of duty by substituting the Federal Government as the sole defendant in such cases, according to Attorney General Griffin B. Bell.

In a recent speech before a joint meeting of the West Virginia Chamber of Commerce and the West Virginia Bar Association, Bell noted that an increasing number of Government employees are being slapped with civil damage suits and that the situation had become "a significant new concern in Federal law enforcement and intelligence agencies."

Although he has been a vocal supporter of the concept that the Government should pay any damages awarded in such civil actions, this is the first time Bell has indicated that a concrete remedy to the problem is in the works.

The Attorney General noted that the damage suits could make Federal employees reluctant to perform their duties

NY state police charged with bias in hiring and promotion

The Justice Department has filed a civil suit against the State of New York charging that the hiring policies of the state police force have illegally discriminated against women, blacks and Spanish-surnamed persons, according to a recent New York Times report.

Filed in United States District Court in Albany early this month, the suit petitioned the court to order the police to recruit and hire more female and minority troopers, asking that a restraining order and an injunction be issued that would block future hiring until a quota system is imposed.

Justice Department figures indicated that only 13 blacks, 6 women and 9 Spanish-surnamed persons are included in the state police force's current strength of 2,712 "sworn law enforcement personnel." The suit charges that while 10.8 percent of the state labor force is black, 18.6 percent female and 3.4 percent Spanish-surnamed, these groups make up less than 1 percent of the state troopers.

If the Justice Department wins the case, New York State would have to establish hiring goals to "overcome the effects of past discrimination" and provide compensation to any minority group members or women who suffered losses because of unlawful denial of employment or illegal denial of promotion. The quota would require that at least 40 percent of new appointments be filled by blacks or persons with Spanish surnames and that at least 20 percent be filled by women.

Noting that New York State intends to challenge the suit, Police Superintendent William G. Connelie told the Times that he does not believe his organization had discriminated against women or minority group members. "We have been hiring qualified persons regardless of race, color or creed," he declared.

In a follow-up statement, Connelie said that although the suit charges that the written examinations, given to all applicants, discriminated against women and minorities, he understood such "competitive exams" to be required by the State Constitution.

Meanwhile, a spokesman for New York Governor Hugh Carey said that last winter the state had attempted to assign a special group of minority and women candidates to the State Police Training School, but was prevented from doing so by a State Supreme Court decision which is currently being appealed.

According to the spokesman, the ruling resulted from a suit filed by nine white male applicants who charged that they had been illegally passed over for admission in favor of minority group and women applicants.

"We've been trying to do this on our own," the spokesman said. "The Justice Department knows we've been trying to increase the number of women and minorities in these jobs."

Specifically, the Justice Department suit charges that the state's hiring practices are in violation of the Civil Rights Act of 1964, the Revenue Sharing Act of 1972 and the Crime Control Act of 1973.

As a result of the litigation, all LEAA funds to the New York State police will automatically be suspended by late October unless the court orders the continuation of financing. However, in similar suits against state police forces the Federal courts have refused to permit the suspension of funds, which in this case amount to \$922,586 in block and discretionary grants.

Filed against Connelie as superintendent of the force and against the state itself, the suit states that the defendants have "failed and refused to change their unlawful practices and to take reasonable steps to eliminate the effects of their past discriminatory policies and practices."

An affidavit by Justice Department attorney Teresa M. Holland noted that the decision to file the suit was made after the Department's Civil Rights Division learned that the next class at the state police training school would not include larger numbers of women or minorities.

In requesting that the appointment of recruits to the class be blocked by the court, the suit contended that to permit appointments to be made as scheduled would be a "perpetuation of the effects of past discrimination, in violation of Title VII of the Civil Rights Act of 1964."

The Government further charged that

Continued on Page 8

Georgia lawmakers eye Tennessee for adaptable methods

A group of Georgia State representatives recently spent two days touring some of the facilities of the Tennessee Department of Safety in an effort to observe police operations that might be transplanted in Georgia.

Lead by Rep. Terry Coleman, the group of six legislators from the General Assembly's Law Enforcement Study Committee and two Georgia state troopers spoke with Tennessee personnel in headquarters, the Driver's License Bureau, the Law Enforcement Training Academy, the Tactical Squad and the Bureau of Criminal Identification.

Noting that the Georgia Department of Safety is set up along the same lines as Tennessee's, Coleman said the purpose of the visit was to obtain ideas to make his state's police force "more productive and more efficient." He added that the tour is part of a continuing study ordered by the speaker of Georgia's House of Representatives for the purpose of improving the state's criminal justice system.

"We were very impressed with the Tennessee Department of Safety," Coleman declared, noting that his group was particularly interested in the interstate patrol, the one-man patrol car concept and Bureau of Criminal Identification.

"We were greatly impressed by the Tactical Squad," he told his hosts. "We have no such special detail such as this in Georgia and one of our recommendations when we get back will be the creation of a Tactical Squad such as yours."

Tennessee Safety commissioner Joel Plummer called the tour a "learning process for both sides," noting, "we've been very happy to have them visit us and we see the visit as an exchange of information that will be beneficial to both our departments."

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LEAA awards \$2.8 million in fight against school crime

The Law Enforcement Assistance Administration has financed a two-year extension of a nationwide project designed to combat school crime through the use of team problem-solving techniques, according to a recent LEAA announcement.

The \$2.8 million grant will permit a \$1.2 million pilot program begun in 1976 to continue operating under the auspices of LEAA's Office of Juvenile Justice and Delinquency Prevention of Health, Education, and Welfare's Office of Education.

Special teams from the local schools undergo 12 days of problem-solving training at the Office of Education's five Regional Training Centers. Each group is composed of an administrator, a teacher, a counselor, a school security officer, a representative of the local juvenile justice system, a community member, and a student. LEAA will reimburse HEW's Office of Education for its role in training the teams.

The newly-financed program will represent a significant expansion of the original effort. The pilot project involved only 81 schools and 565 team members, while the new effort will encompass 210 additional schools and an additional 1,470 team members.

"In the coming year this new agreement will allow us to fully test the strategies developed during the past year and expand the opportunity for using and testing the team problem-solving approach in schools throughout the country," noted John Rector, an LEAA assistant administrator in charge of the Office of Juvenile Justice and Delinquency Prevention. "The effort is important because of the significant amounts of crime, drug and alcohol abuse, and related problems now being experienced in urban and high density suburban area schools."

As part of the project, Rector's office will evaluate the concept to determine its effectiveness, and technical assistance will be provided to assist local school teams to

develop and implement their own programs.

According to LEAA, the pilot program has already suggested a number of approaches to reduce crime in the schools. These include the use of peer counseling; alternative educational programs for disruptive students; conferences between school officials, parents and probation officers; increased student decision-making in policy areas such as methods for handling offenders and discipline codes; and training school faculty and students in problem solving, communications, conflict management and intercultural relations.

In a related LEAA-HEW program, the Office of Juvenile Justice and Delinquency Prevention has joined with the Office of Education's Teacher Corps in financing a project designed to reduce crime in 10 low-income area high schools through the efforts of students, parents, educational personnel, local authorities, and other community members.

Coming up in the expanded IACP edition of Law Enforcement News

A preview of the coming session of the United States Supreme Court and

A retrospective look at the major decisions of the 1976-77 Court plus

An examination of the different aspects of team policing and

An in-depth preview of the activities and proceedings of the IACP Conference

Cooking up 18 new officers



The Cook County Sheriff's Police Training Academy in Illinois recently graduated 18 new officers from its Recruit Training School. In addition to the eight Cook County personnel who completed the course, the class was composed of recruits from DuPage County, Indian Head Park, Bolingbrook, Woodridge, Maywood and Sauk Village. Seated, left to right, are Academy Police Officer Jack A. Hauber, Academy Commander Lt. Philip J. Dalen, Cook County Sheriff Richard J. Elrod, Sheriff's Police Assistant Chief Walter J. Bernard, and the recruit class president, Cook County Sheriff's Police Officer Robert Mazor.

BURDEN'S BEAT

By ORDWAY P. BURDEN

The criminal justice system: inviting citizen contempt?

Not too long ago, New York City witnessed a short but devastating crime wave following a power failure on a hot, July evening. Many contrasts have been drawn between the blackout of 1977 with its widespread looting, and its predecessor in 1965, when there was practically no increase in crime while the lights were out.

We may never know exactly why two seemingly similar situations produced such different results. Perhaps if the 1965 blackout had been in the hot weather, that night, too, would have been a good deal less tranquil. But it's also possible that there has been a tangible deterioration in the social order in the intervening twelve years, measured in terms of the ability of the criminal justice system to weed out and punish lawbreakers with any degree of success.

In the last decade the rising crime rate was greatly publicized. Today, we are relaxing a bit as the crime-prone age group has stopped growing by the numbers it did in those years. The rate at which crime occurs has eased slightly, although there is no reason to suppose that in terms of absolute numbers we are in for a vacation.

The vast numbers of criminals who were processed through judicial and penal systems insufficiently prepared to handle them in the past ten years may well have had a corruptive effect on these systems, and on segments of society as well.

The repeat offender is often pointed to when the failure of the criminal justice system is discussed. An article in Newsweek recently cited a study of the habitual offender in Washington, D.C., during the years 1971-1975. It showed that seven percent of those arrested for serious crimes accounted for 24 percent of all such arrests, and that six of every ten persons arrested for felonies have criminal records.

The presence in the courts of many repeat offenders tends to aggravate the problem of plea bargaining. The person with a criminal record has the most to gain by choosing to plead guilty to a lesser offense rather than electing to stand trial for the new charge, for he has the most to lose if convicted, when his record is reviewed for the purpose of sentencing.

While plea bargaining may have its noble applications, it has been abused in recent years under the pressure of court overloads. A New York Times article of February, 1975, reported that of 101,748 felony arrests in the previous year, 81,351 were settled in lower courts technically empowered to deal only with misdemeanors. This represents a seven percent rise over 1973.

Add to this the fact that most convicted felons do not go to jail. A survey of six cities or metropolitan areas quoted in U.S. News and World Report revealed that between 14 and 28 percent of convicted felons are actually sent to jail.

James Q. Wilson in his book "Thinking About Crime", described the New York parole system. The authority of the 12-member boards extends to all prisoners who have served more than 90 days of an indeterminate sentence—a total of approximately 20,000 prisoners. Standard procedure has evolved to the point where a prisoner is released when he has served two-thirds of his term, or three years, whichever comes first.

The deficiencies of the criminal justice system in no way completely explain the causes of the recent looting in New York. Many other explanations have been put forth, such as the high rate of unemployment in certain neighborhoods. This may very well be part of the cause. But it may also be that in the past twelve years the criminal justice system has earned, or at least invited, much of the contempt shown in this recent outbreak of lawlessness.

Ordway P. Burden invites correspondence to his office at 651 Colonial Blvd. Westwood P.O. Washington Township, N.J. 07675

PERF presses Justice Dept. for direct anticrime funding

Continued from Page 1

According to the PERF proposal, the research institute would be administered by a director who would be appointed by the President, confirmed by Congress, and guided by a presidentially-appointed board composed mainly of criminal justice practitioners.

The institute would loosely link Federal research and assistance roles. "In addition to its role in conducting and supporting basic and applied research, the proposed Federal institute should have a separate responsibility for evaluating the overall effectiveness of the Federal direct assistance program," Purdy noted in his missive to Bell.

The PERF letter issued strong support for the Law Enforcement Education Program (LEEP), however, suggesting that curriculum standards be improved in individual educational programs "so that they do not become job training programs."

Commenting on LEAA's training programs, the Forum noted that Federally-sponsored training for police personnel has had a positive effect in upgrading manage-

ment and operations. "In policing, such efforts as the Police Executive Program (in executive management development), the National Crime Prevention Institute (in a specific program area), and the Explosives Training Program (in a specific skill area), have made notable contributions," the letter said. "We support their continuation."

The Forum's recommendations would also cut off direct Federal funding for "on-going personnel costs for employees not involved in short term demonstration projects, expenditures for capital construction and renovation, and the purchase and maintenance of hardware not related to demonstration or innovative programs."

Noting that the Justice Department task force failed to discuss the level of Federal anticrime funding, the Forum letter also suggested that the amount of money made available annually be at least at the level of fiscal year 1977—or about \$700 million.

"Without such a maintenance or increase in appropriation levels, funding will be insufficient to have any local impact under a direct assistance formula," the proposal stated.

The police systems of Italy

An interview with Chief Commissario Francesco Minerva of the Italian National Police

Francesco Giuseppe Minerva has served as Chief Commissario in Genoa, Italy for the past five years. He joined the Italian National Police Force (Pubblica Sicurezza) in 1968, receiving his initial training in Rome. His first assignment was in La Spezia, a Northern Italian city with a population of 90,000, where he served as assistant director of the Squadra Mobile.

In 1972, Minerva was transferred to the seaport city of Genoa, where he was appointed head of the Ufficio Stranieri (Foreign Division). His present duties involve clearing crimes committed by or against foreigners, processing alien registrations and following up extradition orders.

The holder of a doctoral degree in law, Minerva has attended several officer training courses in Rome and the Command Course at the Police College in Bramshill, England.

This interview was conducted for Law Enforcement News by Robert McCormack



Chief Commissario Francesco Minerva

LEN: Can you tell us about the size of the city of Genoa?
MINERVA: Genoa, which is about 25 miles from one end to the other and approximately four to five miles wide, has about 800,000 inhabitants. Most of the population lives in the metropolitan area. I would say that all of the residents of the metropolitan area work in Genoa, stay in Genoa and their movements are limited to the limits of the city. By this I mean that we have no commuters — people who come for a long distance to work in Genoa.

Genoa is a big seaport. I would say that its rate of crime is higher than that of many Italian cities only because it's an important seaport — the most important in the country. Forty percent of the police work comes from the seaport. We have many foreigners in Genoa and not all of them are tourists; many of them are seamen and people who are looking for a job in the city.

LEN: Is the city of Genoa part of a larger police region?

MINERVA: Yes. Our country is divided into provinces and Genoa is the capital of one of these. The population of the province of Genoa is about 1,500,000. When we speak of crimes committed in Genoa, we usually refer not only to the metropolitan area but to the entire province since our research organization covers the whole province. The police headquarters in Genoa is not only

citizens. The average citizen will not stand for a crime being committed in his area. He would immediately call the police or, if there is no policeman available, in most cases citizens will try to stop the criminal themselves. This is really a good thing in any country — citizens feel that the problems of law enforcement are not only the problems of the police force but they are the problems of the city, and that all citizens are supposed to do something to stop the criminal who is committing a crime.

LEN: Do most of the persons who commit crimes in Genoa, and in Italy, do so without the use of deadly violence or deadly force?

MINERVA: Yes. We have increased criminal penalties for crimes committed with a weapon or an object that can cause injury to the victim. We increase the sentence by one-third just because of these factors. Italian criminals use weapons only in a major criminal action like a bank robbery, to obtain something big. Nobody would com-

happen nowadays. One form of political violence that is more dangerous is fascism and the Nazis, who came into existence in Italy just after World War I. We must be careful about this. We must enforce laws even if there is a political aim in the criminals, because that is no excuse. We shouldn't care why the crime is committed; we should just enforce the law.

LEN: Our readers might be interested in knowing what the typical day of a Genoa police officer would be like. Would he ride in a patrol car? Would he work a midnight tour?

MINERVA: The typical patrolman works about 40 hours during a six-day week. Usually he spends two nights a week in a patrol car. We have a special patrol service, in cars mostly, for 24-hour patrol. During certain hours, when there is a higher rate of crimes committed, we have an increase in patrolling. Most of the patrols are completed in cars. We don't utilize much foot patrol because most of the crimes are committed by criminals who drive.

With regard to shifts, not all of our men can take their holiday on Sunday. They get one free Sunday each month. This presents a social problem because in many cases Sunday is the only day in which the family of the policeman can be home. But there is no way to solve this problem because, for example, on Sundays in Italy we have soccer games. During these games, we provide very strong police service to prevent vandalism, although this is now really out of fashion because in Genoa during the last two years, we have had no vandalism. The fabric of sports games is becoming very self-controlled. However, we still provide added service because the lack of vandalism may be due not only to self-controlled citizens, but the fact that the police serve as a deterrent.

LEN: How many hours a day does an officer work?

MINERVA: Usually no more than seven hours a day, but patrolmen work less because they have a different timetable. A man might work from 8 P.M. to midnight, work from midnight to 7 A.M. the following day, and then take a free day. The following day he works from 7 A.M. to 1 P.M. They always change working hours. One day they work four, the next day they work much longer. They prefer it this way. Usually the timetable is 40 hours but it may go as high as 42 hours per week.

LEN: And that's spread over a six-day period with one day off?

MINERVA: Yes, only one day off because that is the tradition in all of the public service. We have no Saturdays free. Only the private firms have that. All students go to school on that day. We have different organizational patterns in work — industry has a five-day work week while all public service employees work six days. But I think that we are going to change in the future, and government employees will then also work only five

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"We have no probation or parole systems. If a person is sentenced to ten years, he really will spend all ten years in prison. The only way out is escape."

the command post for the city but is the police headquarters of the province. It's similar to your state police.

LEN: Could you give us an idea as to what the crime picture of Genoa is?

MINERVA: Last year was a bad year for law enforcement because the rate of crime increased. We had four murders and about 25 armed robberies, which represents a big escalation in the rate of crime. Over the past ten years, for example, we have had no more than 20 murders.

In other cities, there is a higher rate of criminality, caused by some special waves of crime. Usually this occurs in larger cities with big problems, like Naples, Milano, and other cities which have social problems due to the high rate of unemployment. But even there, crimes against people — violent crimes — are not usual. You can walk the streets at night; the streets are safe. Even if you are a woman, it is possible to go out at night in our cities without running any risk. And I don't think this situation is going to change, because most of the new crimes are not directed against citizens who just walk in the streets. They are committed in criminal actions by political terrorists, for instance.

LEN: You said something about social problems in regard to the crime rate. Do you have homogeneous population?

MINERVA: Although Genoa does not have the highest crime rate in Italy, we have a higher rate than most Italian cities because of the port. The overall situation is not too bad because we have residents who are really good

mit a robbery with a deadly weapon for a few hundred dollars. We haven't had any instances of what you call mugging because the penalties are too severe. Nobody is going to take the risk of being sentenced to ten years imprisonment just to steal \$30 or \$40. No one in Italy would do this.

One of the reasons might be that we have no probation or parole systems. If a person is sentenced to ten years, he really will spend all ten years in prison. This is a good deterrent because they cannot get out at all. The only way to get out is to escape, but that's not easy, and even if they escape they are usually arrested again after a few months and put on trial for the escape.

LEN: There must be something, though, in Italian society that abhors any kind of violence among people. Do you think that this is a contributing factor to the low crime rate?

MINERVA: I would say that, as a rule, Italians don't like useless violence. They hate useless violence against animals, or violence against children or violence against people. I don't know if this is because of the climate or because of our history. I would say that this is the attitude of Italian people and for the most part they don't think that crime is a good thing especially when there is harm perpetrated against the victim during the crime.

We do not have the same tradition in the political circle. I wouldn't say we have a tradition of violence in politics, but it could happen that for certain reasons some Italians who abuse civil rights commit crimes; this

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"In our country, a police who is transferred from one city to another will find the same regulations, the same criminal procedure code, the same organization of the office. If a policeman here transfers to another department, he has to start all over."

Continued from Page 6
days out of seven.

LEN: Are police salaries commensurate with those of private industry?

MINERVA: Yes, they are adequate. When a policeman joins the police service, he is paid the same salary as a school teacher. After ten years, he makes more than a school teacher. The salary of a patrolman is adequate, and the same is true of police officials. Actually, there is not much of a difference between the pay of a police official and that of a patrolman. The pay of a police official is the same as that of a lieutenant colonel of the army, maybe a little more, or the same as that of an executive in industry.

Generally speaking, the Italian police do not ask for very big salary increases. They usually ask for better service conditions, like improving the organization or the abolition of military codes and military discipline. Currently, the Italian police forces are a part of the armed forces of the country. But the government is going to demilitarize some parts of the Italian police — notably the Public Security Force, the branch to which I belong. The force consists of 80,000 men stationed throughout Italy.

LEN: That's 80,000 for the entire country?

MINERVA: Yes, but that is just one of the forces. We have three national police forces. The one I belong to, Public Security, is operated by the Ministry of the Interior and is currently a military police force. Only 2,000 officials of this force are civilian like me. They have not only police powers but powers as government repre-

is composed of people who work as policemen. One half of them is formed by men who work in the military administration or in military units as soldiers.

We have two different organizations within the second police force, the Carabinieri. That force has 11 brigades which are the military part of the organization and they have 12,300 police stations which constitute the police branch. Half of the force works in the brigades as soldiers and the other half works in the stations as policemen.

LEN: So half of the 220,000 member force consists of soldiers?

MINERVA: Yes, only one-half of the 220,000 men are really policemen. The other 110,000 work as soldiers. One reason for this structure is that we are under a post-World War II treaty which limits the rebuilding of the national army. We could not increase the size of our army, so our government enlarged the police forces, increasing the number of military units.

Another reason for the military nature of our police is political — a militarized body can have more discipline. Not many policemen agree with this point of view, however. In the last three or four years, especially in the Public Security Force, there has been a movement against the military status of policemen, and the government is going to change the status of the Public Security Force. I suspect that in the next few months it will become a paramilitary force.

LEN: What is the most dramatic difference that you have perceived between policing in Italy and policing in the United States?

"Generally speaking, the Italian police do not ask for very big salary increases. They usually ask for better service conditions, like improving the organization."

sentatives as well. I am not only a police official but I have some sort of civilian authority and civil powers. I am not only in charge of law enforcement but of the public order situation.

LEN: How many personnel do you command in Genoa?

MINERVA: I am in charge of a special office, the Foreign Division, which deals with crimes committed by foreigners against foreigners. I have 35 men, but sometimes in certain situations dealing with civil protests, demonstrations or these kinds of things I may have 100 or 200 men and I'd be in charge of the situation — not only as a police officer but as a representative of the civil power.

In your country, I think the mayor of the city has these kinds of powers. For example, the authority to forbid a public demonstration because it can affect traffic, or because it constitutes a danger to the public order.

LEN: So the police force in Italy is part of the armed forces and one segment of that deals with public security in the cities and they are very militarized?

MINERVA: Yes. We have about 220,000 policemen in all of the Italian National Police Force. Only 2,000 officials of the Security Police Force do not belong to the military. The remaining personnel of the entire national force are all military, and they have a double capacity as policemen and as members of the armed forces.

Only half of the strength of the Italian police force

MINERVA: I think that the most important difference is that your police forces can organize themselves. You can

The international scene: Scotland Yard names woman to command anti-smut squad

The London Metropolitan Police recently named a woman to serve as chief of Scotland Yard's anti-pornography squad at a time when the unit is beginning to stabilize after being the center of an eight-year corruption scandal, according to the New York Times.

Commander Daphne Skillern, 48, began running the smut squad last month after serving for a number of years as a detective in London's Soho district, which is considered one of the world's busiest porn markets.

Conceding that leading an anti-pornography unit would have been thought to be "unladylike" a few years ago, Skillern emphasized her expertise, noting that she had seen everything in her days as a Soho detective. "I must stress that I am not a prude," she added.

Although Skillern's appointment was initially the subject of some public apprehension, the move was seen by many knowledgeable observers as an attempt to restore the Yard's reputation and rebuild its morale, which was shaken by a corruption scandal that was discovered during the early 1970s. An investigation of the anti-smut unit had revealed the several of its top detectives had been bribed by Soho porn merchants.

As a result of the investigation, 13 former detectives who had worked on or with the pornography squad are now behind bars, and several other officers have been convicted for bribery, shakedowns and collusion with known crime figures.

A number of the convicted police were charged with protecting major criminals in return for information that enabled them to book petty offenders and thereby increase their arrest records.

Although the corruption has been traced back to the 1950's, it was only five years ago that an internal investigation was begun in earnest. Over 300 officers have resigned since 1972, when Sir Robert Mark took over the force and began a massive cleanup campaign.

Mark retired early last March, but his successor, as

have a police force of 100 or 200 men that may choose a better organization, that may change the regulations, the uniforms, the cars, the equipment, the weapons. It is largely up to the chiefs of police to govern the rate of efficiency that the force can demonstrate. In our country it is very centralized. We use the equipment that the government provides and the regulations are drawn by the central government. If the chief of an Italian police force in a province wants to change things in his police organization, he hasn't many powers to do so. Most police activity is ruled by statutes or regulations promulgated by the central government.

This can be both an advantage and a hindrance. In our country, a policeman who is transferred from one city to another will find the same regulations, the same penal code, the same criminal procedure code, the same organization of the office and he won't find many peculiarities in the new situation. If a policeman here transfers to another department, he has to start all over.

Your type of organization is more expensive to operate than ours. If you have to buy furniture for your office you don't get a good price, because you have to buy one desk while we buy 1,000. Another reason for centralization is that some big services are available only if there is a large organization. These services include forensic science, computer systems, radio service and so on. In these areas, we are very advanced. Most parts of our communications systems are projected by police patrol. Some types of computer systems are required by policemen, we have a very good computer system. You have the same system now but it is mostly a national system. Basically, though, I don't think there are many differences between the two nations' styles of policing.

The problem is that in your country a policeman is a policeman of the community while in our country a policeman is a policeman of the state national police. Maybe there is a political meaning in this. A policeman here has to answer for his actions only to his community or city while we have to answer for our actions and our efficiency to the national community.

chief superintendent, David McNee, has also taken a hard line on corruption. A former Glasgow detective, McNee is a church elder and a lay preacher who has a reputation as a tough disciplinarian.

Skillern's appointment seems to represent the openness and thoughtfulness in Scotland Yard's new image. "I would not like to go back to Victorian prudery and ridiculousness," she told reporters on the day that she took command. "But it is perhaps time that we stood back and had a look at some of the things that are on sale which could harm children and which are openly paraded. These are often quite objectionable."

Noting that she has no objection to photos of nudes, Skillern joked with the photographers who were covering her appointment. "If I had known this was going to happen I'd have worn something pornographic," she said.

While some Soho porn dealers are now reportedly to be concerned over the new commander of the 12-detective squad, the smut merchants seemed to have the upper hand in 1969 when a Times of London investigative article found "disturbing evidence of bribery and corruption among certain London detectives." The story revealed that at least three detectives were believed to have taken large sums of money in exchange for dropping charges, being lenient with evidence offered in court and allowing a criminal to work unhindered.

The article led to a Scotland Yard investigation which resulted in the conviction of two detectives. Subsequent internal probes were carried out, but it was not until Sir Robert took command of the force that an all-out investigation was ordered.

The most recent subject of the internal probe, Kenneth Drury, was imprisoned last June for taking payoffs from pornographers. He had been the head of the Yard's elite "flying squad," a detective team that is called in on the most difficult cases and is known for its no-nonsense approach in completing investigations.

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A description of the British police system, including a discussion of the unit-beat or "panda" system—the prevalent method of policing in England. The British as an unarmed police force; the control of firearms in England. Training of British police officers, especially upper-level training at the National Police College.

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MSU prof: expand, improve the CJ role of universities

The newly-appointed director of Michigan State University's School of Criminal Justice has called for an escalation of university-based criminal justice research to study the value of diversion programs for young offenders, to improve the caliber of criminal justice system personnel, and to foster better cooperation between government agencies and colleges.

In his first major statement since assuming the MSU directorship, George T. Felkenes voiced his support for additional study of the early diversion concept.

cept.

"Early offenders can prosper in diversion programs," he said. "When sent to prison, they can come out worse than they went in. If they need to be locked up anywhere, it is probably in school."

Felkenes, a former president of the Academy of Criminal Justice Sciences (ACJS), also called for a nationwide system of accreditation for post-secondary programs in criminal justice. Such a system is currently being developed by ACJS.

Justice Department sues NY state police for hiring, promotion bias

Continued from Page 3

New York has failed to promote minority-group members on a basis equal with whites.

Focusing on the written and physical performance tests that are administered to all applicants, the suit noted that 21 percent of the whites who took the examinations the last time they were administered had scores placing them above the cut-off point for consideration for state police training, while only 7.9 percent of the blacks and 20 percent of the Spanish surname who took it were above that point.

In related figures, the Government said the last time the physical performance test was given, 98.9 percent of the men passed it compared with 77.7 percent of the women. In both cases, the tests have not been shown to predict "successful job per-

formance," according to the Justice Department's brief in the suit.

Commenting on the examination, a police spokesman said that the written test had been developed over a two-year period and was specifically designed to avoid any racial bias. He added that the force could and did try to recruit minorities to take the test, but that it was required by law to hire applicants with the highest scores once the tests results were in.

WHAT'S ON YOUR MIND?

Law Enforcement News invites its readers to submit commentaries on any subject of current interest to the criminal justice community. All contributions should be sent directly to the editor's attention.

Although he noted that most college criminal justice programs are adequate, Felkenes declared that a minority of programs are "shoddy and smack of charlatanism."

Discussing his plans for the MSU research program, the new director said he hopes to extend interdisciplinary cooperation with the school's social sciences faculty so that the social scientists could apply their expertise to the diagnostic processes in the courts, prisons and enforcement agencies. He added that MSU runs the "granddaddy" of all criminal justice programs, having begun in 1935.

Rand urges tighter screening of habitual offenders

Continued from Page 1

in weeding out the most serious offenders. "Juvenile records are considered sensitive information, and their use is highly restricted by law," the report acknowledged. "However, given their potential value in identifying the more serious habitual offenders, it appears that they should be made more accessible to prosecutors and used in sentencing decisions."

Age should also be a factor in determining the stringency of incapacitation, according to the report, which noted that "the greatest effect in crimes prevented would come from imprisoning the younger, more active offenders, since individual offense rates appear to decline substantially with age."

Joan Petersilia, a criminologist who directed the research effort, implied that age and criminal expertise are not directly related. "Contrary to our expectations, we found that the sophisticated offenders developed their criminal skills and expertise quite early in their crime careers, rather than through their experiences in prison," she said.

The study warned that costly and unfair incarceration policies would result if too many offenders are given long prison terms without the benefit of thorough screening. "Seasoned criminals with substantial records already are being sentenced harshly," Petersilia pointed out. "The critical issue for criminal justice authorities now is their ability and willingness to identify the intensive habitual criminal early, when longer sentences would do the most good."

In their report, the researchers emphasized that the findings were only a beginning in their attempt to understand the careers of serious habitual criminals. "The methodology for obtaining information on offense rates, motivation, and selection of crime type and target will be refined and improved," they said. "Methods of cross-checking data for validity will be incorporated. Different samples of offenders will be drawn to examine different crime types or periods of career development."

The original research was completed within Rand's criminal justice program as one segment of a two-year, \$600,000 grant from LEAA's National Institute of Law Enforcement and Criminal Justice. LEAA has already authorized the researchers to continue the study, according to a Rand announcement.

The report of the preliminary study, entitled "Criminal Careers of Habitual Felons," (R-2144-DOJ) is available from: Rand Publications Department, 1700 Main Street, Santa Monica, CA 90406.

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CRIMINAL JUSTICE LIBRARY

New book releases for the criminal justice library

Police Intelligence: The Operations of an Investigative Unit. Anthony J. Bouza. New York, AMS Press Inc., 1976. 192 pages.

It is a police truism that information is the lifeblood of criminal investigation, but the existing literature has little to offer in the way of exposition of police intelligence systems.

Chief Bouza's account of the Bureau of Special Services of the New York City Police Department is based on experience as well as research (he was assigned to BOSSI for some seven years). His insight into the subject and his critical view of its evolution are consequently all the more cogent.

European police, even those of liberal democracies, have long since institutionalized their information systems and thus made it possible for them to develop on established foundations in response to each new challenge. The Special Branch of the Criminal Investigation Department at New Scotland Yard and the Renseignements Generaux (General Intelligence) of the Police Nationale of France are two obvious examples.

Chief Bouza traces the rise, golden age and decline of BOSSI with characteristic frankness and verve; his book can be read as a case study of a specialist kind of police activity, from which several lessons can be learned about the organization, leadership, control and principles involved in its operation. Most importantly, he emphasizes the essential safeguard: that intelligence branches must operate within the law.

Police Intelligence makes a timely and valuable contribution to the literature of police.

—Philip John Stead

Policing Metropolitan America. By Elinor Ostrom, Roger B. Parks and Gordon P. Whitaker. National Science Foundation, Washington, DC. Superintendent of Documents. 49 pages.

This final report of the National Science Foundation's police services study challenges many currently-held views on metropolitan policing and makes a significant contribution to police literature.

Based on data collected in 80 metropolitan areas ranging in size from fewer than 60,000 residents to 1,300,000, the researchers have concluded that the small and medium size police department may be less "wasteful" in providing services, that duplication in police services is not a common occurrence and that there is generally a satisfactory level of cooperation between agencies.

The authors caution, however, that their findings do not necessarily indicate that small departments are more effective at protecting the public, and that the issue of increased numbers of officers on patrol as a measure of effectiveness requires further study.

The necessity of a single agency to provide services is questioned, indicating that many police agencies have developed ways to cooperate and divide labor among departments.

"The standard prescription that it is necessary to organize all service activities

within a single, full-service police department is based more on abstract principles of bureaucratic organization than on examination of police experience."

This report will no doubt add fuel to the controversy surrounding the consolidation of police departments, and should spark further research on the impact of small and medium size police departments. It should be read by police administrators, and will be of value to educators in the field.

—R. H. Ward

Sentencing: Process and Purpose. By Gerhard O.W. Mueller. Charles C. Thomas, Springfield, Ill. 1977. 214 pages. \$14.50.

Professor Mueller is a respected professor of law and this book is an important — and at times outspoken — treatise on the process by which the offender is channeled into the correctional process.

The author's primary premise is that "prison is an escape, an escape frequently,

for those who fail to succeed in the competitive life in 'free' society, but more importantly an escape of society from the complex social problems that condition criminality to a world of make-believe security for those outside."

Professor Mueller examines the procedural framework of sentencing, the aims of the correctional penological system, the relationship between the criminal, society and the victim, and proposals for the reform of the American prison system. He defines ten principles of reform, some of which will provoke considerable disagreement among professionals and citizens alike. For example, he proposes the abolition of "statutes which are concerned with political conformity, the regulation of pleasures and delights, and the morality of stimulating industry at a time when idleness is unavoidable." He argues against laws which society uses to punish when social problems cannot be solved in any more positive way, and he suggests new and

more innovative treatment methods and the use of the computer to program the best possible institution for each offender. His last proposal is worthy of note and of serious reflection.

"Let the present concern for correctional reform not be a passing fancy. Let it be a sincere, permanent, dynamic and humane commitment."

While the author recognizes that the hope for complete abolition of prisons is utopian, he argues for the introduction of humane standards into the correctional system. To this end, he has appended the Standard Minimum Rules for the Treatment of Prisoners and Related Recommendations. These rules were set forth by the United Nations Department of Economic and Social Affairs in 1957 and are generally sensible and workable.

Sentencing: Process and Purpose is stimulating reading. A place can readily be found for it in the criminal justice library.

—Daniel P. King

ICMA publishes new look at municipal police management

The International City Management Association has published a law enforcement anthology designed to explore new police management modes, including productivity, citizen responsibility for crime prevention, and innovative methods of controlling corruption and organized crime.

Entitled *Local Government Police Management*, the 567 page book contains essays by some of America's leading police figures, including Police Foundation President Patrick V. Murphy, former police commissioner of New York City and Washington, D.C.; Robert J. di Grazia, director of police in Montgomery County, Maryland, and former police commissioner of Boston; and Donald P. Pomerleau, police commissioner of Baltimore.

Writing on police corruption, Murphy notes that a police chief can take practical steps for controlling and reducing the problem by working with elected officials, community leaders, news media, prosecutors and the public. "The first thing that chiefs should do is speak up, make their policy clear. Namely, that police corruption is wrong and will not be tolerated," Murphy declared.

The major theme of the anthology is that police services should strive to meet the needs of the total community. A section on crime prevention emphasizes the community service officer, the police and citizen council, the citizen's job in crime prevention, and the use of crime analysis to overcome community fears associated with artificial crime waves induced by short run data.

Edited by Bernard L. Garmire and containing 44 figures, a bibliography, appendices and an index, the book is available for \$22.50 from: the International City Management Association, 1140 Connecticut Avenue, N.W., Washington, DC 20036.

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Current Job Openings in the Criminal Justice System

Assistant Director, Law Enforcement Academy. The State of New Mexico is seeking a person to assist the director in the operations of its police academy, including administration, finances, programs, and general operations.

Requirements include a degree in police science, criminal justice, or a related field, five years of law enforcement and/or criminal justice experience, and extensive knowledge of law enforcement theory and teaching methods, state and Federal laws, instructional materials, school organizations, and curriculum planning. Salary has been set at \$18,540.

Contact Stephen L. Slater, Director, New Mexico Law Enforcement Academy, P.O. Box 2323, Santa Fe, NM 87503. Telephone: (505) 827-2877.

Instructor. This 12-month position is being offered by the Highway Safety Training Center of Virginia Commonwealth University's Department of Administration of Justice and Public Safety.

Successful candidate will assist in the development of a wide variety of highway safety-oriented seminars, workshops and short courses, maintain scheduling for courses, and assist in the preparation of training materials, manuals, and curricula. Other duties will include coordinating support aspects of training programs, lecturing in undergraduate courses and traveling throughout the state to develop and deliver courses, seminars and workshops.

Applicants must possess at least a bachelor's degree, however master's completion will be required within three years of employment. Degree(s) or experience must be in a traffic safety-related discipline such as law enforce-

ment, traffic engineering, or driver education. The candidate should be able to work independently and effectively with a wide variety of governmental agencies and local groups and be supportive of innovative concepts in training and education.

Send resume and any appropriate supportive materials to: James D. Stinchcomb, Chairman, Department of Administration of Justice and Public Safety, Virginia Commonwealth University, 901 West Franklin Street, Richmond, VA 23208. Telephone: (804) 770-6761.

Director, Criminal Justice Institute. The Marshall-Wythe School of Law at the College of William and Mary in Williamsburg, Virginia is seeking a person to direct its Institute of Criminal Justice. Responsibilities include overall planning, implementation, and reporting of the institute's technical assistance services to the cities of Chesapeake, Norfolk, Portsmouth and Virginia Beach.

Applicants should possess an advanced degree in criminology, law, sociology, criminal justice, law enforcement, or a related field. Experience in research and publication, criminal justice administration, office administration and supervision of professional staff is required. The position will begin on November 1, 1977. Salary is negotiable.

Apply by October 15, 1977 to Professor John Levy, Marshall-Wythe School of Law, The College of William and Mary, Williamsburg, VA 23185. Telephone: (804) 253-4582.

Criminal Justice Faculty. Western Carolina University will have a full-time undergraduate level position in law en-

forcement and criminal justice available on January 1, 1978.

Requirements include a master's degree and teaching and/or field experience in criminal justice with emphasis on corrections or probation and parole. An applicant with a doctorate is preferred. Salary will be dependent on qualifications.

Apply to: Charles R. Taylor, Program Director, Western Carolina University, Cullowhee, NC 28723. Deadline for receipt of applications is October 15, 1977.

Jail Administrator. Washtenaw County, Michigan is currently accepting applications for the position of civilian administrator of its new \$10 million county jail complex which will be opened on October 1, 1977. Starting date is mid-November 1977.

Successful candidate will be responsible for the administration of the 250 capacity facility and the supervision of 78 personnel. Other responsibilities include supervision of jail programs and program staff, and the establishment and implementation of working rules and regulations for jail personnel.

Minimum requirements are a bachelor's degree, good physical health and not less than five years of supervisory experience plus related correctional work including responsible administrative experience. Starting salary has been set at \$19,000 per year plus excellent fringe benefits.

Send inquiries and resume by October 24, 1977 to: Personnel Office, Washtenaw County Building, Ann Arbor, MI 48107. Top candidates must agree to pay travel/lodging expenses for on-site testing.

Director, National Institute of Corrections. The director of this Bureau of Prisons agency is appointed and serves at the pleasure of the Attorney General of the United States. Through a staff of approximately 31 employees, the director is responsible for the development of programs to improve correctional practice at all levels of government. The primary activities of the Institute are staff development, research and evaluation, technical assistance, clearinghouse and publication, and policy formulation and implementation.

The director's immediate staff is located in Washington, D.C., while programs and activities related to jails are centered at the National Institute of Corrections Jail Center in Boulder, Colorado. Successful candidate will be responsible for the day-to-day operations of the Institute, including the awarding of grants and the supervision of staff.

Qualifications: At least three years of progressively responsible experience which has provided a thorough knowledge of correctional practice and has demonstrated the ability to successfully perform supervisory or administrative duties such as training subordinates, coordinating, directing or evaluating operations or programs. This experience must have been gained in an administrative position, or in other positions, which included direct involvement with corrections or corrections related activities.

Preference will be given to candidates presently working in the field of corrections. Salary will range from \$39,629 to \$47,500 per year. A three-member search committee will recommend the three to five best qualified candidates to the Institute's Advisory Board who will make its recommendations to the Attorney General.

Interested candidates should submit Standard Form 171 (Personal Qualifications Statement) to: Anthony P. Travisono, Chairman, Search Committee, National Institute of Corrections' Advisory Board, 4321 Hartwick Road, Suite 208, College Park, MD 20740. Telephone: (301) 864-1070. Closing date is November 5, 1977.

JOB ANNOUNCEMENTS

If your department, agency or educational institution has any job openings in the criminal justice field, we will announce them free of charge in this column. This includes administrative and teaching openings, civil service testing date periods for police officers, etc., and mid-level notices for federal agents.

Please send all job notices to: Jon Wicklund, Law Enforcement News, 448 W. 56th Street, New York, NY 10019. (212) 247-2167.

ANNOUNCING!

Criminal Justice Center MONOGRAPHS

Number 1: A Functional Approach to Police Corruption, by Dorothy Heid Bracey

Traditionally, explanations of police corruption and methods of controlling it have assumed that corruption is caused either by "bad men" or by "bad laws." Anti-corruption policies for reform, based on these causes, have not, however, succeeded in eliminating corruption. In this monograph, Professor Bracey examines corruption as a social pattern that, persisting in the face of extensive opposition, performs positive functions which are not adequately fulfilled by other patterns and structures. In outlining nine major functions of corruption, Professor Bracey stresses their relevance to the law enforcement field.

of copies @ \$1.25

Number 2: The Psychosocial Costs of Police Corruption, by Charles Bahn

In this monograph, Professor Bahn examines the psychological and sociological causes and effects of corruption upon people in law enforcement. He gives particular attention to the vulnerability of police to corruption at the beginning of their careers and in middle age when family problems and social pressures promote corruptibility. He suggests that a process of socialization and institutional support be initiated to guard police officers against corruptive influences, particularly during the crises periods in their careers.

of copies @ \$1.00

Number 3: The Role of the Media in Controlling Corruption, by David Burnham

The author, a Washington correspondent of the New York Times, attempts to examine how a reporter should look at the public and private institutions he is assigned to cover. Distinguishing between advocacy journalism and objective, descriptive reporting, Mr. Burnham recalls how his reports on police "cooping" and on the New York City judiciary led him to conclude that corruption existed and had a profound effect on police. He concludes that a thorough, objective reporter should establish a relationship with police to help them and the media to expose and control possible corruption.

of copies @ \$0.75

Number 4: Police Integrity: The Role of Psychological Screening of Applicants, by Allen E. Shealy

Using a psychological test battery, Professor Shealy attempts to determine whether police integrity is at least partly determined by personality characteristics that are present when a recruit is hired and whether impropriety is in part a function of the personality type that is attracted to police work. The test battery consisted of the Minnesota Multiphasic Personality Inventory, the Myers-Briggs Type Indicator, the Strong Vocational Interest Blank, and a biographical inventory. More than 850 applicants to 15 law enforcement agencies were tested; later 350 of these applicants who were hired were retested. The results of Professor Shealy's tests indicate that police applicants can be effectively screened to reduce the number of police officers who will be predisposed to corruption.

of copies @ \$1.00

Number 5: A Police Administrator Looks at Police Corruption, by William McCarthy.

Writing from the perspective of a retired First Deputy Commissioner of the New York City Police Department, Mr. McCarthy surveys police corruption from the time he was a rookie in 1939 to the Knapp Commission scandals in the early 1970s when he commanded the Organized Crime Control Bureau. He outlines in detail how a police chief and his investigators should initiate investigations of departmental corruption, what areas of activity should be examined, and how to expose effectively corrupt activity. Particular attention is given to the use of a department of internal affairs and "turn-arounds," police who expose law enforcement corruption.

of copies @ \$1.50

Number 6: Developing a Police Anti-Corruption Capability, by Mitchell Ware

Noting that a police department must daily process complaints about misconduct and corruption, the author stresses the need for competent internal investigations and for the establishment of an internal affairs unit. Mr. Ware, who is a Deputy Commissioner of the Chicago Police Department, outlines the goals of a police investigation and details the use of rules and regulations to increase police accountability. Particular emphasis is placed upon the police chief's responsibility to uncover law enforcement corruption in his community and to combat misconduct within his own department.

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Prepared under a grant from the National Institute of Law Enforcement and Criminal Justice, I.L.E.A.A., Department of Justice

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October 14-15, 1977. Security and Privacy Course. To be held in Kansas City, Missouri by Theorem Institute. For complete details, write: Michael E. O'Neill, Theorem Institute, 1737 North First Street, Suite 590, San Jose, CA 95112.

October 16-November 17, 1977. Institute on Organized Crime: Investigators Course. Conducted by the Metropolitan Dade County, Florida, Public Safety Department. Contact: William H. Dunman, 16400 NW 32 Avenue, Miami, FL 33054.

October 17-20, 1977. Comprehensive Assets Security Course and Management Conference on Security. To be held in Brussels, Belgium by the American Society for Industrial Security under the auspices of the Institute of Learning. For complete brochure, write: Susan Melnicove, ASIS, Education and Meetings Department, 2000 K Street, N.W., Suite 651, Washington, DC 20006.

October 17-20, 1977. Workshop Police Labor Relations. Presented in St. Louis, Missouri by IACP's Bureau of Governmental Relations and Legal Counsel. More information can be obtained from: Joan Mindre, IACP, Eleven Firstfield Road, Gaithersburg, MD 20760. Phone (301) 948-0922, extension 208.

October 17-21, 1977. Seminar: Computerized Police Patrol Management Using the Hypercube Programs. Conducted by the Institute for Public Program Analysis in St. Louis, Missouri. For brochure, contact: Registrar, Institute for Public Program Analysis, 230 South Bemiston, Suite 914, St. Louis, MO 63105.

October 17-21, 1977. Analytical Investigation Methods Course. To be held in Santa Barbara, California by Anacapa Sciences, Inc. Complete details can be obtained from: Dr. Douglas H. Harris, Law Enforcement Programs, Anacapa Sciences, Inc., Post Office Drawer Q, Santa Barbara, CA 93102. Telephone: (805) 966-6157.

October 17-21, 1977. Workshop: Police Corruption Issues. To be held in Savannah, Georgia by IACP's Bureau of Operations and Research. For contact information, see: October 17-20.

October 17-21, 1977. Basic Vehicle Theft Investigation Course. Presented by the Modesto Regional Criminal Justice Training Center in California. Write: Mr. Robert E. Buckley, Program Coordinator, P.O. Box 4065, 2201 Blue Gum Avenue, Modesto, CA 95352. Telephone: (209) 526-2000, extension 546.

October 19, 1977. Eleventh Annual John Jay Institute on Criminal Justice and Corrections. "Legislatures and the Criminal Justice System." Conducted in New York City by John Jay College of Criminal Justice, the New York State Division of Probation and the New York State Probation and Parole Officers Association. Further information is available from Professor D.E.J. MacNamara, John Jay College of Criminal Justice, 444 West 56th Street, New York, NY 10019.

October 20-21, 1977. Seminar Series on Collective Bargaining. To be held in Tampa, Florida at the Tampa Airport Resort, Golf and Racquet Club by Public Safety Research Institute. For additional information, contact: Conference Coordinator, PSRI P.O. Box 40095, St. Petersburg, FL 33743. Phone: (813) 343-5594.

Upcoming Events

October 24-25, 1977. Workshop Series: A Look at Security in '78. To be held at New York City's Roosevelt Hotel. Co-sponsored by John Jay College of Criminal Justice and the American Society for Industrial Security. For details and registration, write or call: Miriam Osler, 161 East 35th Street, New York City, NY 10016. (212) 685-5556.

October 24-26, 1977. Crime Analysis Course. To be held in Albany, New York by Theorem Institute. For contact information, consult: October 14-15.

October 24-November 4, 1977. Police Supervisor Inservice Training (POSIT) Institute. To be held at the Pennsylvania State University. Details are available from: Edwin J. Donovan, Training Supervisor, Police Supervisor Inservice Training, The Pennsylvania State University, S-203 Human Development Building, University Park, PA 16802. Phone: (814) 865-1336.

October 24-November 4, 1977. Advanced Investigation for Coroners Cases. Presented by the Modesto Regional Criminal Justice Training Center in California. For mailing address, see October 17-21.

October 28-30, 1977. National Conference: Law Enforcement & Stress, The Problem and How to Cope with It. Sponsored by the National Conference of Christians and Jews in cooperation with law enforcement agencies. To be held at the Kellogg West Conference Center in Pomona, California. For registration brochure, write: The National Conference of Christians and Jews, Inc., 511 Dadeland Towers, 9300 S. Dadeland Blvd., Miami, FL 33156.

October 30-November 2, 1977. Legal Problems in Police Administration Seminar. To be held in Evanston, Illinois by Northwestern University's Traffic Institute. Write: Traffic Institute, Northwestern University, 405 Church Street, Evanston, IL 60204.

October 30-November 3, 1977. National Conference on New Juvenile Justice Standards. To be held at Washington, D.C.'s Hyatt Regency Hotel by the National Council of Juvenile Court Judges and the National District Attorneys Association. Write: Juvenile Justice Standards Conference, National District Attorneys Association, 211 East Chicago Avenue, Suite 1515, Chicago, IL 60611.

October 30-November 5, 1977. Training Seminar Terrorism/Civil Disorders. Presented by the New Jersey State Police in conjunction with IEAA at the Sea Girt Training Center. For further information, contact: DSG A. DeMauro, Project Coordinator, New Jersey State Police Training Center, Sea Girt, NJ 08750. Telephone: (201) 449-5200, ext. 240.

October 31-November 3, 1977. Advanced Computer Applications and Management Workshop. To be held in Alex-

andria, Virginia by IACP's Technical Research Division. For mailing address, see October 17-20.

October 31-November 4, 1977. Arson Investigation Course. Conducted by the Massachusetts Criminal Justice Training Council at the State Police Academy in Framingham. Write: Criminal Justice Training Council, One Ashburton Place, Boston, MA 02108.

November 1-3, 1977. Eleventh Annual Investigator Development Seminar of the Association of Federal Investigators. To be held in San Francisco's Marines Memorial Club. For additional information, write or phone: AFI, 815 15th Street, N.W., Washington, DC 20005. (205) 347-5500.

November 3-4, 1977. Training Program. Hostage Procedures and Negotiations. Presented by Case Western Reserve University's Center for Criminal Justice in Cleveland. Contact: Center for Criminal Justice,

Case Western Reserve University, School of Law, Cleveland, OH 44106. Telephone: (216) 368-3308.

November 13-16, 1977. Delinquency Control Institute. To be conducted in Richmond, Virginia by the University of Southern California. Write: Betty Ferniz, Delinquency Control Institute, Tyler Building, 3601 S. Flower Street, Los Angeles, CA 90007. Phone: (213) 746-2497.

November 14-17, 1977. Course Police and the Juvenile Offender. Conducted by the University of Maryland. Contact: Director of Law Enforcement Institute, University of Maryland University College, Conferences and Institutes Division, University Blvd., College Park, MD 20742.

November 16-18, 1977. Narcotics and Dangerous Drugs Seminar. Presented by Northern Virginia Community College. Write: Lander C. Hamilton, Administrator, Northern Virginia Community College, 8333 Little River Turnpike, Annandale, VA 22003. Phone: (703) 323-3255.

Criminal Justice Events Wanted

The editors welcome contributions to "Upcoming Events." For best results, items must be sent in at least two months in advance of the event. Late-breaking items may be phoned in. Send to: Law Enforcement News, 444 West 56th St., New York, NY 10019. (212) 489-3516.

New Publications from The Criminal Justice Center

The following publications are now available from the Criminal Justice Center of John Jay College of Criminal Justice

Evidence Technician Program Manual _____ # of Copies
By Joseph L. Peterson and James H. Jones \$2.95

This manual examines the role of police officers and civilians charged with the responsibility of searching crime scenes for physical evidence and returning it to the forensic laboratory for analysis. The authors discuss live important aspects of developing an effective evidence technician program, including selection and training of personnel, the physical resources needed for the processing of crime scenes, optimal organizational structures, effective field operations, and guidelines for developing meaningful evaluations. (89 pp.)

Guide to Library Research in Public Administration _____ # of Copies
By Antony E. Simpson \$4.95

This book was especially written for graduate students, undergraduates, faculty and organizationally-based researchers, engaged in research in public administration. It includes material likely to be of considerable value to students in other specialties within the social sciences.

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PUBLIC FORUM

By JAMES C. JOYCE

The 1967 crime commission report: a different perspective

Ten years ago the Presidential Crime Commission issued a report to the nation. The following thoughts were prompted by a recent reading of this document.

If a Presidential Crime Commission were appointed today to study the criminal justice system and to recommend improvements, it could undoubtedly duplicate the report of the Presidential Crime Commission of 1967 in its entirety. This would save time, money, and energy and in all likelihood the report would still reflect accurately the needs of the criminal justice system in 1977.

The need exists now, as it did in 1967, for more money, manpower, information, institutions and, above all, change.

Past and present administrators at all levels and in all parts of the criminal justice system must share responsibility for the inertia. By their unwillingness to attempt improvements, they have given tacit acceptance to the present, failing system.

It may not be entirely coincidental that the vast majority of criminal justice administrators have been males. And herein may lie the problem; it may well be that it is in the nature of man to resist change, but not woman.

The kingpins of fashion recognize this phenomenon. Abrupt or extreme change in the male wardrobe is anathema. Instead of arriving suddenly or dramatically, change comes to male outer-garments slowly and subtly. Men don't wear hats much anymore, but when they did, the width of the brim took years and years, by eighths of an inch, to move from wide to narrow and back to wide again.

The same applies to lapel widths on the male suit coat; there has been nothing sudden, but rather an almost imperceptible widening took place over a period of years. The male's well-known penchant for resisting change was severely tested some years back by the dramatic and ill-fated introduction of the Nehru jacket. Have you seen one lately?

Women, on the other hand, seem to revel in change. A well-known adage claims it's a woman's prerogative to change her mind. This is the type of honesty we need in criminal justice today. Female fashion demonstrates that women welcome change. The rapid rise and fall of the female hemline — and not by the eighth of an inch either — is evidence enough of this.

Thus if we want change in criminal justice, if we want innovation and experimentation, perhaps we should encourage more femininity in the field. The President's Crime Commission of 1967 urged us to be willing to run risks. By today's standards regarding women in policing, this proposal should at once offer both a moderate element of risk and a strong potential for dramatic change.

(James C. Joyce, a Master's degree candidate at the Rutgers University School of Criminal Justice, is a senior parole officer with the New Jersey Bureau of Parole and a past president of the New Jersey Parole Officers' Union.)

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